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CALIFORNIA RESOURCE PROTECTION PLAN

June 1984

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United States Department of the Interior

BUREAU OF LAND MANAGEMENT
CALIFORNIA STATE OFFICE
2800 Cottage Way
Sacramento, California 95825

Dear Reader:

The initial idea for this plan began with Area Managers identifying problems their employees were facing in doing field work. When the problems were added-up during one of our Management Team Meetings it became clear some remedial action was needed.

This plan is the result of a statewide process of agreeing on the most critical problems and preparing action plans that were practical. Also a draft was discussed and reviewed in the W.O. with the Assistant Director for Technical Services and several Divisions.

The Forest Service has developed a similar plan - somewhat more oriented toward law enforcement. The Forest Service people at Region 5 have been very helpful to our efforts.

In many ways I view this plan as a first-cut and plan to revise it based on changing issues and on experiences in implementation.

I hope that the users of BLM administered land in California will all benefit from this plan. It has not been and never will be our intent to "police" the public land. It is our intent to protect the publics' resources and to keep these lands safe for the legitimate users. I welcome any comments you may have.

Ed Hastey

Ed Hastey
State Director

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PREFACE

The Bureau of Land Management (BLM), under the basic policies contained in the 1976 Federal Land Policy and Management Act (FLPMA) is responsible for the multiple use management of all the resources on the public land it administers. A basic component of multiple use management as outlined in FLPMA is resource protection.

The resources that BLM manages are subject to many natural and man caused factors, some of which require "protective" action by BLM. This plan is directed at man caused factors which are currently determined by BLM managers to be of such magnitude or importance to be significant issues/problems requiring special attention and remedial action.

BLM has a longstanding tradition of resource protection. Prior to FLPMA, professional resource managers in BLM considered the prevention and processing of unauthorized and illegal use of resources a major responsibility. Many employees have faced harrowing situations in the exercise of this part of their job. When crimes occur on public lands, BLM has historically relied on local law enforcement officers to enforce State laws. Under the general police powers, reserved under the U.S. Constitution to the states to protect citizens and their property, this tradition continues. However, Congress has (under FLPMA) authorized BLM to enforce all Federal laws and BLM regulations applicable to BLM administered lands. As a result each entity exercises its respective authority over Federal lands.

What has evolved then, is a basic and major component of natural resource management called Resource Protection.

Resource Protection has two parts: One is regulatory enforcement carried out by range conservationists, foresters and other resource managers as a normal part of their jobs including drafting and enforcing the resource protection conditions, clauses and stipulations incorporated in BLM permits, leases, contracts, plans of operations, etc. Actions may also include the normal investigations of suspected violations.

The second part is law enforcement. Law enforcement actions are carried out by local law enforcement officials, usually the county sheriff, who exercises normal constitutional police powers on public lands as they do on private lands. Also, since FLPMA (1976), BLM has acquired special agents and law enforcement rangers (initially in the California Desert) empowered to enforce Federal laws and regulations. BLM's rangers patrol the public lands and are a "uniformed presence" providing a major violation prevention function. Rangers issue verbal and written warnings and citations as well as make arrests. Special agents typically do criminal investigations, provide training and guidance and work with the U.S. Attorney to prosecute violations of Federal law. The program also includes negotiating cooperative agreements with local law enforcement officials who agree to provide extra patrols on Federal lands, while BLM agrees to pay the cost.

BLM line managers have recognized law enforcement as a new tool to aid in managing 17 million acres of public land in California. Only a small percentage of the visitors and users knowingly commit crimes or abuse the resources. But as the use of these lands has increased, the need for resource protection has also increased.

Currently there is no comprehensive plan for resource protection in California. Yet the complexity and diversity of resource management today requires a thoughtful, planned approach under which actions can be taken in both normal regulatory enforcement and law enforcement to combat the major issues where remedial actions are clearly needed.

This plan identifies the key resource protection issues in California (BLM); discusses their nature; establishes objectives for resolving them; and, establishes an action plan setting-out responsibilities and target dates.

INTRODUCTION

POLICY: The Congress, through FLPMA, provides clear guidance to BLM on the prevention and abatement of unauthorized use.

Section 203(b) states: "...In managing the public lands the Secretary shall, by regulation or otherwise, take any action necessary to prevent unnecessary or undue degradation of the lands."

Section 303(g) states: "The use, occupancy, or development of any portion of the public lands contrary to any regulation of the Secretary or other responsible authority, or contrary to any order issued pursuant to any such regulations, is unlawful and prohibited." Other relevant laws include the Taylor Grazing Act, 43 U.S.C. 315a; Oregon and California Sustained Yield Act, 43 U.S.C. 1181e; R.S. 2478 (2 Stat. 716; Chapter 68; Delegation of Enforcement Authority 1201, Act of April 25, 1812;) Unlawful Enclosures Act, 43 U.S.C. 1061; Multiple Surface Use Act of July 23, 1955, 30 U.S.C. 612; P.L. 84-167; and other relevant acts.

In January of 1979 BLM conducted a Resources Leadership Trespass Conference. The purpose was to bring together people, from the field and the Washington Office, who are most knowledgeable about trespass issues and problems. Their task was to develop recommendations on trespass policy, priorities, coordination, training and public awareness related to prevention and abatement of unauthorized use. Each BLM state office sent a representative as did each of the Washington program offices. The BLM Director, the Assistant Secretary and the Solicitor were also involved in the conference. The conference proceedings were completed and distributed in August of 1979 under Information Memorandum No. 79-295.

One specific conference follow-up action was the development of a Secretarial policy statement - "For the control of unauthorized use on the

public lands administered by the Bureau of Land Management". The policy statement was finalized in January 1980. It states in part:

"It is the general policy of the BLM to facilitate and secure lawful use of public land resources in accordance with applicable law. To control unauthorized use, the Bureau will rely primarily on informing both the general public and specific public land users about which uses are unrestricted and which are prohibited or subject to regulation.

"The Bureau will consult with specific users and user interests to seek their understanding and support for its efforts to prevent and abate unauthorized use.

"At the same time, the Bureau will intensify its actions to prevent and abate violations. In order to protect limited resources in the most timely and cost-effective manner, the Bureau will emphasize prevention. When violations do occur, the Bureau will move quickly to document and resolve them using the appropriate administrative, civil, or criminal proceedings.

"The Bureau will first seek to negotiate solutions to resolve unintentional violations, but, in the event such negotiations fail, will persist in those actions necessary to protect the public interest. In cases of willful violations of law and/or regulations, the Bureau

will act forthrightly to stop the violation and to seek damages and/or other appropriate penalties through applicable regulations or statutes."

In retrospect even though the conference recommendations were not implemented under a comprehensive Bureauwide effort they have served as guidelines for actions subsequently taken by individual program offices and in several states. Also this policy statement serves as an official umbrella under which further action can take place in the regulatory enforcement of each program.

In addition to Bureauwide efforts to define issues and make recommendations to prevent and abate unauthorized use in each program area, the Bureau has developed its law enforcement capability. Departmental manual 446 provides guidance for law enforcement.

There is a Resource Protection staff in the Washington Office under the Assistant Director for Technical Services, who is responsible to the Director for development, implementation, maintenance, and evaluation of policies, standards, criteria, systems, and procedures for user education and prosecution as they relate to protection of the Natural Resources. Each BLM state has special agents. California has five special agents and authority for 17 law enforcement rangers in the California Desert District.

CALIFORNIA'S GUIDANCE: California BLM has adopted the following principles to guide resource protection activities.

- Resource Protection is a basic component of natural resource management.
- Both normal regulatory enforcement and law enforcement are necessary to do an effective resource protection job.
- Law enforcement is an integral part of resource protection and will not be considered a separate program.
- As a part of resource management, resource protection will be incorporated in the land use planning process.
- Line managers are ultimately responsible for directing and implementing the resource protection program including both regulatory enforcement and law enforcement aspects.
- Normal regulatory enforcement actions will continue to be conducted by resource program managers (i.e. normal grazing trespass by range conservationists.)
- Law enforcement actions will be conducted by special agents and/or law enforcement rangers.
- The time-tested concept that all BLM employees share some responsibility for resource protection will be strengthened. The attitude that resource protection is only for law enforcement officers is not acceptable.
- Major emphasis will be placed on accurate reporting and recordation of all unauthorized use/trespass.

- BLM's law enforcement actions relate specifically to crimes affecting the administration of public lands by BLM and are governed by Federal laws and regulations.
- The county sheriff is the primary local law enforcement official and is responsible in the enforcement of state and local laws for the safety of the public and their property when on BLM administered land. BLM does not assume primary responsibility in such matters. BLM will aggressively support local law enforcement officials through cooperative agreements for enforcement of state and local laws on the public lands.

DESCRIBING THE PROBLEM: The GAO Report of March 10, 1982, on illegal and unauthorized use of public lands, stated: "Crimes against persons and property, marijuana cultivation, timber thefts, and trespassing...are widespread and increasing on BLM lands." This statement is accurate for BLM in California. The following factors contribute to this problem:

- The 17 million acres of BLM lands comprise 17% of the State's total land area.
- BLM visitor days exceeded 28,000,000 in FY 82.
- BLM payments to the State were \$35,646,884 in FY 82.
- California's population is 26 million; 93% is urban and within two hours drive of BLM land.
- California's population exhibits a wide mix of social and economic value systems.

- California leads the nation in manufacturing, retail trade, construction, farming and outdoor recreation.
- California has over 16.8 million registered vehicles and 180,000 miles of highway.

California Leads the nation with over 1.8 million crimes reported annually. Major crime has increased by half a million, and crimes against persons have doubled in the past decade.

It is difficult to quantify all the illegal and unauthorized actions that take place on public lands. Reporting has not always been consistent or accurate. In FY 82, California BLM reported 748 trespass cases (all types), which was the second highest total in the Bureau. At the beginning of FY 84 we estimate the number of occupancy trespass cases alone exceed the 1982 total number.

In addition to resource trespass, we estimate about 2,000 other illegal acts occur annually that relate to BLM administered land. Some examples are:

- Illegal cultivation of marijuana. Estimated value of \$2 billion per year in California. Forty to fifty percent of this crop may be grown on all public lands. Many areas of public lands are unsafe. In 1983 the CAMP Program seized 64,000 plants worth \$130 million in just 9 weeks, with 8,400 plants seized on BLM lands.

- Occupancy trespass. No accurate inventory is available, but at least 700 cases occur in just two Resource Areas. A high percentage of these trespassers have police records including many felony convictions. OTs serve as a base for a variety of illegal activities - thefts of government property, burglary and harassment of legitimate adjacent landowners, and violations of health and sanitation codes. Approximately 75% of OTs illegally cultivate marijuana on the public lands.
- Timber/fuelwood thefts. Increased energy costs have led to an unprecedented increase in the use of wood as a fuel. Many BLM lands are close to local communities and accessible by pick-up trucks. A conservative estimate suggests people steal over 10 times the volume of fuel wood that BLM sells each year (3,000 cords sold in FY 82). Neither county sheriffs nor BLM have enough personnel to provide adequate patrols.
- Assaults and threats to BLM employees. Threats and assaults are becoming more commonplace especially in marijuana growing areas, both through personal confrontations and from booby traps. Some large areas of public land are unsafe, particularly at certain times of the year (marijuana harvest time). The BLM had to temporarily remove personnel from the King Range Conservation Area in 1983 because of threats. Over 35 cases of threats and assaults were reported in 83.
- Theft/vandalism of government and private property. In 1983, three BLM offices/buildings were broken into and valuable property stolen. Also in 1983, a BLM archaeologist parked his pickup truck and

returned later to find over \$3,000 worth of gear had been stolen. An engineer left his pickup truck only to return and find it had been pushed off the road and down into a steep canyon.

These examples are not all inclusive. There also are increases in theft of building stone and other construction material, vegetative material, and cultural resources. California's 1983 report to the FBI indicated a total of \$920,510 loss in government property.

IMPACTS FROM ILLEGAL AND UNAUTHORIZED USE: Land managers have many problems, as stewards of public lands and resources, but illegal and unauthorized use goes beyond a single problem and impacts the total job in the following ways:

- A loss in public revenues;
- A direct loss of the resource itself;
- Damage to the resource potential;
- Public access restricted;
- Employee access restricted;
- Threats to public and employee safety;
- Decreases adjacent property values;
- Loss of public respect;
- Decrease in employee morale; and
- Fosters more lawlessness.

NATURE OF THE SOLUTION: The challenge for land managing agencies, law enforcement agencies, community leaders and elected officials is to effectively cope with increased illegal and unauthorized use of public and private rural lands, while faced with less revenue with which to do so. In FY 83, in California, there were several Congressional and State Legislature hearings on this issue. It is clear the solution must be a cooperative effort.

Local sheriffs do not have the personnel or funds to adequately respond to private citizens and landowners, let alone the needs of the public land agencies.

In order to provide adequate resource protection on the lands BLM administers, BLM must continue to encourage local sheriffs to exercise their responsibilities on public lands, to use current cooperative law enforcement agreements, and to make effective use of existing BLM personnel. It also means reprioritizing current funding and personnel allocations and providing additional funding where the needs can be justified. Developing a resource protection plan may result in some initial remedial action.

ROLES AND FUNCTIONS

LINE MANAGERS: In California BLM line managers at all levels are responsible for setting priorities, monitoring actions and ultimately for program accomplishments in both the normal regulatory enforcement of

resource programs and the law enforcement aspects of resource protection. An important role for line managers is to assure that law enforcement continues as an integral part of resource protection and is not viewed by employees and the public as a BLM "police force".

ALL EMPLOYEES: All BLM employees, regardless of their occupation, are responsible for contributing to the organization's mission of multiple-use management including resource protection. This includes accountability for government property, taking precautions against theft of government property, observing and documenting potential illegal and unauthorized activity, notifying the appropriate officials of needed action and submitting the necessary reports.

STATE OFFICE:

- Regulatory Enforcement: The State Office is responsible for statewide program management. Officials responsible for individual programs are also responsible for the regulatory enforcement aspects of those programs. This includes establishing policy, gathering and analyzing data, setting priorities, allocating funds and work priorities, and monitoring program implementation.
- Law Enforcement: The State Office is responsible for providing policy, program direction and technical oversight for law enforcement. Included is managing all criminal cases in the state, providing training and managing the reporting system. It is especially important that law enforcement and program management officials

coordinate their programs within the overall context of a statewide resource protection plan. The special agent-in-charge and the special agent for marijuana issues are located in the State Office. They provide liaison with law enforcement agencies and the U.S. Attorney at the State Office level.

DISTRICT OFFICE:

- Regulatory Enforcement: Officials responsible for program management in the district offices are also responsible for gathering data, setting priorities, allocating funds and work months and monitoring program implementation for the regulatory enforcement aspects of individual resource programs.
- Law Enforcement: Special agents in the North, Central and South Zones are responsible for all criminal investigations related to resource protection. They advise District and Resource Area managers on law enforcement issues; they provide liaison with law enforcement agencies at the District Office level; they assist in developing cooperative law enforcement agreements; provide training and manage the law enforcement reporting system at the District level.
- Law Enforcement Rangers (CDD) are responsible for the prevention of crimes by patrolling. They also issue citations when necessary and conduct preliminary criminal investigations. BLM's rangers are unique. They are basically resource managers who are trained and

oriented in the aspects of management and protection of natural resources. Their first objective is to accomplish resource protection through persuasion and education. However they are also fully trained as Federal law enforcement officers and when other means fail, they are able to achieve resource protection through appropriate law enforcement means.

PROGRAM MANAGEMENT ISSUES:

Issue: Fragmented program policies, priorities and funding

Nature of Problem: FLPMA and the Secretary's statement establish a clear policy framework for taking action against unauthorized use. Likewise, each specific program (range, forestry, minerals, etc.) has regulations, manuals and directives describing in more detail how action against unauthorized use will take place.

Establishing remedial action as a high priority in specific programs on a bureauwide basis is difficult because the nature of the problem varies between states and offices within states. For example Land Sales may be number one priority in the "Non-Energy Realty" program and occupancy trespass the lowest priority bureauwide. But in some area offices occupancy trespass is the most important and sensitive non-energy realty issue.

Also from the Area Managers point of view the problem is compounded because occupancy trespassers may be on illegal mining claims, cut wood in trespass and illegally cultivate marijuana. In order to direct funds and people toward remedial action the Area Manager must now contend with the "Minerals", "Forestry" and "Resource Protection" programs - each of which has its own bureauwide priorities. The tunnel-vision and fragmented nature of the sub-activity structure is a real impediment to focusing on the resources the line managers need to carry out the policy of taking vigorous action against all unauthorized use.

Objectives:

1. Establish at the National and State levels resource protection as a high priority, especially in those resource programs where major problems are now occurring.
2. Develop a Statewide Resource Protection Plan with District Office supplements to be updated annually.
3. Increase emphasis in both resource programs and law enforcement in FY 1984, 85 and 86 to correspond with high priority for resource protection.
4. Ensure accountability for setting, and completing, resource protection actions on an annual basis.
5. Ensure that cooperative agreements with local sheriffs are in high need areas.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
• Emphasize Resource Protection in the "State Director's Guidance" for FYs 1985-1989	Budget Staff & each DSD	Nov. 84
• Develop Issue Paper for WO on need to shift priorities in program areas	C-930 w/each DSD input	Aug. 84
• Develop State level Resource Protection Plan	Task Force	May 84
• Develop DO supplements to Resource Protection Plan	Each DO	Aug. 84

- | | | |
|---|-------------------------------|-----------|
| • Emphasize Resource Protection in FY 85 PAWP directives | WO-160 with
Dep.Dir. input | July 84 |
| • Emphasize Resource Protection in FY 86 program packages | Budget staff
w/DSD input | Completed |
| • Include needs & opportunities for funding shifts at MYR | Budget staff
w/DSD input | Completed |
| • Include Resource Protection accountability in FY 85 PIPRs, AWP & MBO | Budget staff
w/SD input | Oct. 84 |
| • Review FY 84 cooperative law enforcement agreements for consistency with resource protection problems | C-940 with
DM & DSD input | July 84 |
| • Locate special agents according to high priority workload | Task Force &
C-940 | Completed |

Issue: Inadequate Law Enforcement Staff

Nature of Problem: Currently California has five special agents. Based on a role/function/workload analysis completed in January 1984, the agents are now optimally located. However, in FY 1983 all agents were fully utilized for nine weeks in the Campaign Against Marijuana Planting (CAMP) program leaving little time for other types of work during that period. The CAMP program is expanding in FY 84 and will probably continue at a high level in FY 85 and FY 86. Meanwhile, other criminal activity is also increasing in illegal occupancy, timber and fuel wood theft, cultural resource vandalism, etc.

California currently has 17 law enforcement rangers in the CDD. This program is highly successful across the full scope of resource protection in both preventing and processing illegal and unauthorized use. Despite the program's success the number of law enforcement rangers has until recently not been authorized outside the CDD. Outside the CDD special agents have had to perform many duties normally assigned to a ranger. BLM has no "reserve" law enforcement capability (unlike the USFS) from either former officers or intermittent-type officers.

Now that BLM has authority to expand the ranger program, California needs to analyze and act on its law enforcement staffing needs.

Objectives:

1. Establish a special agent work force that meets the criminal investigation needs in the State.
2. Establish a law enforcement ranger force that meets the crime prevention needs in the State.
3. Establish a reserve law enforcement capability for high need and emergency situations.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
• Develop criminal investigation work load analysis in D.O. supplements to California Resource Protection Plan.	C-940 and each DM	Aug 84
• Develop options to optimize special agent's time in CAMP 84.	C-940	June 84
• Develop justification for ranger expansion in D.O. supplements to California Resource Protection Plan.	C-940 and each DM 930	Aug 84
• Develop option paper for SD and W.O. on developing reserve law enforcement capability.	C-940	Aug 84
• Include law enforcement as a "desirable" element in vacancy announcements for ranger.	C-950	on-going

Issue: Lack of an Interrelated Resource Protection Reporting System

Nature of the Problem: Various reporting requirements are in place, but there are no mechanisms to interrelate them to permit a comprehensive management review of the entire resource protection program. The individual resource programs have trespass reporting requirements. Special agents have a reporting system on criminal investigations. The law enforcement rangers (CDD) have a simple, yet effective, automated incident reporting system. The CAMP program has separate reporting requirements. The DOI law enforcement office has initiated yet an additional system. These reports are resource or law enforcement related, but are not interrelated and they are not responsive to management's concern about the total resource protection job.

Objective:

1. Provide reports to line managers at all levels which permits them to monitor, evaluate and manage the total resource protection program.
2. Ensure that all individual resource program reporting systems are adequate.
3. Develop a consistent statewide incident reporting system (through the Information Systems Steering Committee).

4. Reinforce the line manager's responsibility to ensure that reporting standards are met.

5. Reinforce the policy that all employees shall report and adequately record suspected and known violations, whether or not the violator is known.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
• Review existing reports and develop a management summary report applicable for line managers (Resource Protection Summary Report)	C-950(Lead) with 920, 930 and 940	Sept 1984 (FY 85)
• Review and revise the resource protection reports in appropriate program areas.	C-920, 930, 940	Sept 84 (FY 85)
• Adapt the CDD incident reporting system to statewide use.	Info. System Steering Comm. with CDD.	Sept 84 (FY 85)
• Provide training for Resource Protection Summary Reports, program reports and incidents reports.	C-920, 930, 9-40, and 950	Oct 84 (1st qtr)

Issue: Lack of Adequate Regulatory and Law Enforcement Training

Nature of Problem: Regulatory enforcement (trespass, etc.) has not been a high priority in the resource programs. Therefore no regulatory enforcement training is given. Because employees aren't trained and don't understand the requirements, they don't get interested or involved. When they can't avoid getting involved they learn by trial and error. Some cases turn out favorable to the government and others do not. In some cases training could have made a more favorable difference. Currently some unfavorable impacts are: Loss of revenue to the government; maintaining or increasing a climate of unauthorized use; loss of respect for BLM; and employee apathy and frustration. The fact that resource managers are not being trained in regulatory enforcement is compounded by the fact that law enforcement officers aren't trained in that area either.

Law enforcement training for special agents and law enforcement rangers is an annual job requirement and is quite adequate. However, given the increase in lawlessness associated with heretofore normal regulatory management, it is important that non-law enforcement employees receive some training in law enforcement if for no other reason than for their own personal safety. In California a step has been taken in this direction in the marijuana awareness training which began in 1983 for all employees in districts with severe marijuana problems. A basic problem is a general lack of understanding by line and staff officers of the Bureau's law enforcement function.

Objectives:

1. Increase law enforcement program awareness among line managers and staff officers.
2. Develop basic law enforcement capability of employees likely to have contact with the public and likely to observe violations.
3. Increase capability to effectively manage the regulatory enforcement responsibilities in each program area.

Action Plan:

<u>Action Item</u>	<u>Responsible Office</u>	<u>Completion Dates</u>
• Develop a line & staff officer law enforcement orientation program (8 hrs)	C-940	Sept. 84
• Attend the law enforcement orientation program	State Mgmt. Team	FY 85
• Attend FLETC (for Line managers 2/yr)	C-940	on-going
• Develop a basic law enforcement training program for employees likely to observe potential violators.	C-940	Sept. 84
• Implement the basic law enforcement training program	DSDs & DMs	FY 85 & on-going
• Develop a regulatory enforcement training program in each appropriate resource program.	C-920, C-930	Sept. 84
• Implement regulatory enforcement training in connection with workshops, conferences & training sessions.	C-920, C-930, C-940	FY 84 & on-going

REGULATORY ENFORCEMENT ISSUES:

Issue: The unauthorized occupancy of public lands for residential, mineral, or agricultural use is a serious and growing problem in California.

Nature of Problem: Occupancy trespass is the maintenance of unauthorized structures on public lands for residential or other purposes. Residential use is the major type of trespass, and quite often is associated with mining claims. The filing of a mining claim is used as a pretense for occupying public land for residential purposes. No legitimate mining operation is carried on, and usually is not feasible.

There are an estimated 750 suspected occupancy trespasses on public lands in California. The actual number may be much higher. Higher priority work leaves little capability for conducting an active abatement program. Areas of particular concern are the Redding and Folsom Resource Areas and the Escondido Project Area.

The GAO report of March 10, 1982 (CED-82-48) was very critical of the effort devoted to abatement of unauthorized uses of public lands in California and called for more emphasis on prevention and abatement of unauthorized activities.

There are an estimated 500 cases in the Folsom Resource Area alone. However, action is usually only taken on cases brought to BLM's attention by complaints of adjacent landowners or local governments. Contacts are also received from County Boards of Supervisors, Sheriffs, Health and Planning Departments, and local mining groups and Homeowner's Associations. Complaints generally cite unsanitary conditions or other public nuisance factors. If the occupants do not vacate, then action must be pursued through the Solicitor's Office, the local U.S. Attorney's Office, District Court, and/or the local county sheriff's office. It is a time-consuming process to evict even a flagrant trespasser if they choose to utilize all possible legal delays.

Agricultural trespass is still a problem even though many were settled under terms of the Unintentional Trespass Act. The problem is also significant in terms of remuneration due the government and difficulty of settlement. One case (Hahn) has been years in litigation and involves values of over \$500,000.

Unauthorized construction of roads and utility lines on public lands also is a problem. While "new" cases are relatively rare, there are upwards of 200 unsettled cases. The regulations (43 CFR 2802'5) provide unauthorized right-of-way users a "grace period" to file applications for rights-of-way existing prior to passage of FLPMA. This period expires on July 1, 1984 with little interest shown to date in utilizing it by unauthorized users.

Objectives:

1. Acquire and maintain an acceptable level of inventory data on illegal occupancy.
2. Support the program issue in this plan to obtain adequate funding, staffing, training and reporting.
3. Develop a program to eradicate the backlog of cases and process cases on a pipeline basis by EOY 1986. Utilize administrative action, then criminal and/or civil action, whichever is appropriate.
4. Take prompt action to determine mining claim validity when obvious illegal occupancy is occurring on mining claims.
5. Continue the land line location program to prevent new cases and resolve long standing cases.
6. Develop an effective mechanism to remove personal property such as houses, trailers, vehicles, etc., from illegal occupancy sites.
7. Develop a more effective means to control the use of public lands by groups that may cause resource damage or have the potential for causing conflicts with other users.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
° Develop procedures for completing an inventory of all illegal occupancies in California on BLM administered lands.	C-930	Sept. 84
° Conduct illegal occupancy inventory.		Aug 1985
° Develop schedule to begin case backlog eradication in FY 84 with the goal of being pipeline at EOY 1987.	C-930 and each DM	Aug 1984 (M.Y.)
° Develop joint program plans between lands and minerals to assure validity work is done on high priority occupancies.	C-920 with C-930	Aug 1984 (M.Y.) on-going
° Develop joint program plans between lands and cadastral survey to assure land line location work is done on high priority occupancies.	C-930 with C-940	Aug 1984 (M.Y.) On-going
° Develop an abandoned vehicle removal, storage and disposal system which authorizes lienholder disposal of seized vehicles.	C-950	Nov 1984
° Develop a special use permit policy for groups which have potential for causing conflicts with other users or resource damage.	C-930	Sept. 1984

Issue: Timber trespass, particularly fuelwood theft, is a major problem increasing at an alarming rate.

Nature of the Problem: Many large timber trespasses occurred on Bureau lands in California in the late 1950's and early 1960's due to scattered ownerships and lack of detection. Conditions improved in the middle and late 1960's and early 1970's due to increased staffing, increased detection and the presence of a trespass coordinator in the State Office. A backlog of large, old trespasses were processed and sent to the Department of Justice or written off due to the newly enacted Federal statute of limitations. In recent years, energy costs have increased. As a result, fuelwood for residential use has re-emerged as a major high-volume timber use. Recent Forest Service forecasts show fuel wood use quadrupling within the next 50 years, reaching nearly 200 million cords annually. The availability of highly efficient wood burning stoves, inexpensive chain saws, lack of detection and easy access to public lands makes it possible for many rural and suburban residents, and commercial woodcutters, to meet their home heating needs by illegally removing fuelwood in trespass.

Numerous trespasses involving 100 trees or more have occurred. In a recent case, a salvage fuelwood sale was advertised at Squaw Leap, Bakersfield District. After the trees were marked and prior to the auction, many of the marked trees were cut and removed in trespass.

There is no general Federal statute on trespass. Under State laws, the U.S. is treated like a private landowner, with some exceptions. Thus, the measure of damages is that allowed by state law.

State laws surrounding actual wood theft are cumbersome to enforce. Section 384.5 of the state Penal Code requires possession of a bill of sale from a property owner to remove or transport specified minor forest products. These include a volume of 20 cu. ft. of firewood, posts, shake boards, shake and shingle bolts or split products, or two or more burlwood stumps. Conviction is a misdemeanor punishable by a fine of up to \$1,000 or a jail term of up to six months, or both. In order to enforce this law, trucks must be stopped and a bill of sale requested and verified. This is time consuming and very dependent on the priorities of local law enforcement personnel. Moreover, the misdemeanor penalty makes this type of crime unattractive to some district attorneys and can lead to dismissals, or lenient sentences from some judges.

Objectives:

1. Achieve an effective timber and fuelwood theft prevention program in California by the end of FY 1986.
2. Develop a current inventory of major timber trespass cases and determine which to process through legal action.

3. Reduce backlog of trespass cases and become pipeline by EOY 1986.
4. Develop a mechanism to more easily identify "legal loads" during transport.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
° Review current law enforcement cooperative agreements and orient to specific problem areas.	C-930 with C-940	Aug 1984
° Include this problem as a major criteria for expansion of The ranger program.	C-930 with C-940	Aug 1984
° Work with local sheriffs to familiarize them with BLM lands and procedures.	DMs	on-going
° Develop procedures to complete an inventory of all cases by EOY 1985.	C-930	Sept. 84
° Develop a schedule of trespass case actions to become pipeline by EOY 1986.	C-930 with C-940 & DMs	Sept. 84 (Sept. 85)
° Revise BLM sale procedure to include a viable "legal load" mechanism.	C-930	Sept. 84
° Develop a positive public affairs program to alert the public to firewood opportunities.	PA	Oct 84

Issue: There is a continuing and increasing level of vandalism and excavation/ collection of materials from archaeological and historical sites.

Nature of the Problem: Vandalism and excavation/collection of archaeological/historical sites are both illegal under the terms of the Antiquities Act of 1906 and the Archaeological Protection Act of 1979, and the Historic Sites Preservation Act. The commercial aspect of excavation/collection on Federal lands is not a major problem in California but the weekend "pot" hunter and vandals disturb or destroy important resources on a continuing basis. Statewide at least 25% of the sites have been severely impacted, and in some areas, the level of damage may be much higher.

Objectives:

1. Achieve an effective program to prevent vandalism and illegal collection on identified significant cultural sites by EOY 1986.
2. Develop and maintain a current inventory of sites which have been vandalized/excavated.
3. Reduce backlog of cases needing legal action and be pipeline by EOY 1986.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
• Review current law enforcement cooperative agreements and orient them to specific problem areas.	C-930 with C-940	Sept. 1984
• Include problem as a major criteria for expansion of Ranger Program.	C-930 with C-940	Sept. 1984
• Work with local sheriffs to familiarize them with BLM lands and procedures.	DMS	on-going
• Develop procedure to complete an inventory of all cases by EOY 1985.	C-930	Sept. 1984
• Develop a schedule of case actions to become pipeline by EOY 1986.	C-930 with C 940 and DMS	Sept. 1984 (Sept. 1985)

Issue: Much recreational use of the public lands in California is unsupervised resulting in resource and use conflicts, resource impairments and some resource destruction.

Nature of the Problem: The nature of recreational use on the public lands is generally one of undefined use. Challenges, risks and opportunities to explore. New types of vehicles, as well as increased technology, have opened many areas which in the past could not be reached. Similarly, conflicts between recreational users for the same area have resulted in both overuse and misuse of the public lands. Most recreational users are confused about BLM's planning and route designation process and are not aware of resource conflicts they may cause. BLM is also faced with problems of monitoring use, permit compliance, public safety and general user assistance.

Objectives:

1. Ensure that the recreational user public is well informed about how, when and where to use the public lands properly.
2. Provide effective and consistent use of competitive, commercial and other special area permitting.
3. Provide adequate monitoring, enforcement and user assistance for recreation on public lands.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
• Develop plan to update all appropriate public recreation information (maps, brochures, etc.) to include emphasis on resource protection.	S.O. PAO with each DM.	Sept. 1984
• Develop statewide schedule for use of mobile interpretive centers.	C-930 with DMs	Aug 1984
• Review & streamline all recreation use permitting processes. Include information and stipulations on resource protection.	C-930 with each DM	Sept. 1984 (FY 85)
• Utilize all authorities to collect and utilize user fees for monitoring and enforcement of permits.	C 930 with DMs	on-going
• Include the recreation needs in the ranger expansion issue. Include as a major criteria for expansion of the ranger program.	C-940	Aug 1984
• Use State OHV policies and funds to assist in meeting resource protection needs.	930	on going

Issue: Salable and leasable minerals are being removed from the public lands in California, either willfully, or unknowingly, without proper payment due the Federal government

Nature of the Problem: There are several possible types of mineral trespass encountered on the public lands in California:

° Locatable Minerals. If lands are open to mineral entry and remain open under the mining laws, a claimant entering thereon in good faith and in an honest effort to develop a paying mine, would, prior to the time the mining claim was finally declared invalid, have all the rights of the owner of a valid mining claim. The mining claimant can sell all valuable locatable minerals extracted in an effort to develop the claim or establish the validity of his discovery. Thus, a mining claimant for a locatable mineral could sell material in an attempt to show a valid discovery by making a profit.

The following are some of the categories in which mining on a mining claim is in trespass:

1. Mining Claim(s) Null and Void, ab initio. The mining claim was located when the lands were withdrawn, segregated, classified, or reserved from mining location.

2. Mining Claim(s) Located Prior to Withdrawal. Mining claims were located prior to a withdrawal, segregation, classification, or reservation of the lands from mining claim location but lacked a valid discovery prior to the withdrawal.

3. Mining Claim(s) Null and Void Due to Noncompliance. Mining claims were null and void due to noncompliance with the validity features of P.L. 250 and 585, or satisfied compliance requirements but lacked a valid discovery prior to the date of those acts.

4. Mining Claim(s) Located Within Powersite Withdrawals. Placer mining claims were located after August 11, 1955 (Public Law 359), on powersite withdrawals on which placer mining was prohibited as the result of a hearing 2(b) of the Act, or on which placer mining was performed before recordation in the proper BLM office.

5. Mining Claim(s) Located for Common Varieties. Mining claims were located for common varieties of sand, stone, gravel, pumicite, pumice and cinders prior to the Act of July 23, 1955 (69 Stat. 367) which lacked discovery on that date.

The unauthorized use, or disposal of, common variety mineral material from a mining claim located after July 23, 1955, is a trespass regardless of whether there is a valid discovery of other locatable minerals.

6. Mining Claim(s) Located for Fill Material. Mining claims have been located for fill material, "blow" sand, common clay, etc., which have never been locatable.

° Leasable Minerals.

1. Oil and Gas. Trespass within a producing area can occur in three ways. If no wells are drilled on public land which is adjacent to producing lands, possible trespass can occur through drainage or directional drilling. The other two ways involve disparities in royalty payments.

Trespass can also occur after production through theft in storage areas and pipelines. Unreported production is also a trespass.

2. Geothermal. Trespass can occur when steam is allowed to be vented to the atmosphere without approval. Trespass can also occur through unreported production and unpermitted power plants.

3. Sodium Chloride (salt). Several dry lake beds in the CDCA contain comingled locatable and leasable minerals in underground brine solutions. Mining claims have been staked over some lake beds for the locatable minerals, such as calcium chloride. The leasable minerals are separated from the locatable minerals and are then stockpiled on the claim. A mineral trespass occurs when the leasable minerals are sold without a lease.

* Salable Minerals. Taking of mineral materials which are subject to sale under the Act of July 31, 1947, without benefit of a free use permit, materials sale permit, or contract, is a trespass.

The unauthorized use, or disposal of, common variety mineral material from a mining claim located after July 23, 1955, is a trespass regardless of whether there is a valid discovery of other locatable minerals, such as gold. Common variety mineral material may be used by the mining claimant for mining purposes.

A. Stock-Raising Homestead Act. Salable (common varieties) mineral material underlying stock-raising Homestead Act lands, including sand and gravel, were retained by the United States in the original patents. Therefore, the removal of sand, gravel, and other common variety minerals from these lands are considered a trespass.

B. Lease Associated Disposal. Moving more material than is authorized during road and/or drill pad construction on a Federal lease.

There are an estimated 26 cases (all types) of mineral trespasses in California.

Objectives:

1. Assure that sale of locatable material by a mining claimant is done to show a valid discovery and not done in trespass.
2. Assure that drainage problems are rapidly identified and resolved.
3. Maintain an effective inspection and enforcement program to prevent theft of leasable minerals either in storage, in transit or, in the case of geothermal, unlawful venting.
4. Assure that the mineral sales policy and procedures are streamlined and fair so as to encourage sale rather than theft or trespass.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
° Develop and distribute information material for miners which discusses the resource protection aspects of sale of material from mining claims.	C-920 and S.O. PAO	Sept. 1984
° Develop procedures for a continuous analysis of potential drainage situations.	C-920	Aug 1984 on-going
° Develop an action plan to more effectively relate I&E to BLM's other programs including law enforcement.	C-920 with C-940	Sept. 1984 (FY 85)
° Review and revise the material sales policies and procedures to streamline and be more viable by field people.	C-920	Sept. 1984 (FY 85)
° Include this problem as a major criteria for expansion of the ranger program.	C-920-940	Aug 1984

Issue: The illegal cultivation of cannabis (marijuana) on public lands is a major problem in California.

Nature of the Problem: This problem is occurring in many regions throughout the State. In FY 1983 142 marijuana cultivation sites were detected on BLM land. These sites contained from one to several gardens of marijuana. Only 56 sites, or 39%, were eradicated, primarily through the consolidated CAMP operations. Most sites are scattered throughout the Ukiah District, but increasing numbers of sites have also been located in the Bakersfield District.

This problem is affecting the safety of BLM field personnel and the public land user. Cultivators are known to protect their sites at gunpoint, or with sophisticated booby traps, and guard dogs. Certain locations of known cannabis cultivation are avoided by Bureau employees during the August-to-October harvest season.

Growers damage resources by removing vegetation and wildlife and their poisons contaminate water sources. Although BLM was a major force in developing and implementing CAMP in FY 83, the scope of the FY 84 CAMP program may be too great for BLM to be an equal partner.

Objectives:

1. Ensure that BLM has an adequate program to detect sites where cannabis is being grown on public lands.

2. Ensure that BLM employees are aware of the problems associated with cannabis cultivation and how to react in hazardous situations.

3. Ensure that public land users are protected to the extent possible from the hazards associated with cannabis cultivation.

4. Ensure that BLM has an effective program to both prevent and eradicate cannabis cultivation on BLM lands.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
• Develop a cadre of trained aerial spotters in each appropriate office	C-940 and each DM	Sept. 1984
• Prepare and maintain maps by R.A. of known sites, potential sites and sites raided on an annual basis.	C-940 and each DM	July 1984 on-going
• Provide awareness/reaction training to field employees	C-940	on-going
• Schedule field work in non-hazardous areas.	DMs and Party Chiefs	on-going
• Consult with applicants and other casual users regarding unsafe areas.	DMs	on-going
• Develop annual prevention plan for patrols and pre-season raids.	C-940 and each DM	July 1984 (Annually)
• Participate annually in the CAMP program.	C-940 and appropriate DMs	April-Oct.
• Develop plans with local law enforcement officials to participate in eradication efforts outside CAMP regions.	C-940 and appropriate DMs	April-Oct.

Issue: Uncontrolled dumping of hazardous wastes on the public lands is increasing and violates Federal and State laws, and places the burden of expensive cleanups on the BLM.

Nature of the Problem: BLM policy dictates that there is no disposal of hazardous materials on the public lands. However, with the passage of the Clean Water Act, Resource Conservation and Recovery Act, and Comprehensive Environmental Response Compensation and Liability Act, illegal disposing of hazardous materials has soared. "Midnight dumping" is one method of illegal disposal, usually in a deserted area off a major highway. Special expertise is needed to be able to trace/investigate each incident to find the responsible party and insure our recovery of cleanup costs. The landowner (BLM) is the responsible party for a cleanup when the discharger remains unknown.

Objectives:

1. Ensure that line managers are knowledgeable about recent laws, regulations, policies and procedures.
2. Ensure that functional responsibilities, especially for BLM clean-up actions, are well known.
3. Ensure that BLM officials responsible for clean-up are well qualified.

4. Ensure that all BLM field employees are knowledgeable about safety and reporting requirements.

5. Develop a program to prevent dumping and spills.

6. Develop an aggressive enforcement program against violators.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
• Develop a briefing session for line managers.	C-930	Aug 1984
• Implement line manager briefing sessions.	C-930	FY 1984 on-going
• Develop a directive on policies and procedures outlining functional responsibilities for clean-up and role of all employees.	C-930	Jan. 1984 (completed)
• Develop a 40-hour training session for clean-up coordination at the field level.	C-930	Aug 1984
• Implement 40-hour training session.	C-930 and each DM	FY 1984
• Develop and distribute informational materials to help prevent dumping and to facilitate citizen reports.	C-930 with S.O. PAO	Sept. 1984 (FY 85)
• Develop a prioritized list of cases and a schedule for legal action.	C-930 with C-940 and each DM	Sept. 1984 (FY 85)

Issue: Lack of capability to effectively manage the increase in wildland arson fires.

Nature of the Problem: Wildland arson fires accounted for 3 percent of all man-caused wildland fires in 1980 in California. Trends in the number of arson fires and in the acres burned show an increase during the 70's decade. These increases suggest that preventive measures have not been totally effective in reversing the general trend of increase.

Arson fires can be more common during periods of extreme fire danger since some arsonists select these periods for their activities. This means arson fires may be more costly and damaging than fires from other human causes. Law enforcement leading to arrest and conviction is one of the most effective arson deterrents. Arsonists are frequently responsible for multiple fire starts, over a wide area, and on lands of several jurisdictions. For example, a single arsonist was believed to be responsible for 49 fires in the Redding area in 1980. These fires involved National Forest lands on three National Forests, CDF protected lands, BLM managed lands, National Park lands, and those of several municipalities. This common pattern of activity has stimulated interagency arson investigation efforts, some very costly. Investigations which are conducted by agencies working separately involve duplication of effort, excessive cost, and impaired information sharing. The relatively large expenditures of any type of investigation are justified by the large losses during periods of extreme fire danger. There are no established procedures for mobilizing, financing, or managing interagency arson investigations.

Concern has been expressed about the quality of training and performance in conducting fire-cause investigations; and about performance related to deferment of investigation during initial suppression periods, and resulting obliteration of evidence.

Objectives:

1. All man-caused fires should be investigated for cause by an individual trained in fire cause determinations.
2. Where possible, cause investigations will be initiated during initial attack phases of a fire by individuals not part of the suppression effort.
3. Arson investigations should be interagency efforts when an arsonist is starting multiple fires on lands of more than one jurisdiction.
4. Surveillance techniques and schedules need to be improved.
5. Adequate arsonist files need to be developed and maintained.

Action Plan:

	Responsible	Completion
<u>Action Item</u>	<u>Offices</u>	<u>Dates</u>
° Develop and provide intermediate fire investigation training for selected personnel. (Coordinate with USFS if possible.)	C-940	Oct. 1984 (Annually)
° Develop and provide basic fire investigation training to initial attack personnel. (Coordinate with USFS if possible.)	DMs with C-940 input	FY 1985 (Annually)
° Investigate all fires with a trained investigator.	DMs with C-940 input	Continuing
° Develop and maintain working relations with other State, local, and Federal arson investigators.	Special Agents & other inter- mediate investi- gators	As needed
° Coordinate with other agencies on surveillance operations	Special Agents & appropriate investigators	As needed
° Maintain known/suspected arsonist information.	C 940 and DMs	on-going

Section 1: The purpose of this section is to provide information regarding the activities of the organization. This section is divided into two parts: (a) General Information and (b) Specific Information.

Section 1: General Information	Section 2: Specific Information	Section 3: Additional Information
1.1.1. General Information	1.2.1. Specific Information	1.3.1. Additional Information
1.1.2. General Information	1.2.2. Specific Information	1.3.2. Additional Information
1.1.3. General Information	1.2.3. Specific Information	1.3.3. Additional Information
1.1.4. General Information	1.2.4. Specific Information	1.3.4. Additional Information
1.1.5. General Information	1.2.5. Specific Information	1.3.5. Additional Information
1.1.6. General Information	1.2.6. Specific Information	1.3.6. Additional Information
1.1.7. General Information	1.2.7. Specific Information	1.3.7. Additional Information
1.1.8. General Information	1.2.8. Specific Information	1.3.8. Additional Information
1.1.9. General Information	1.2.9. Specific Information	1.3.9. Additional Information

LAW ENFORCEMENT ISSUES:

Issue: Lack of a mobilization strategy for Illegal Civil disturbance.

Nature of the Problem: Citizens have the right to protest and it is not BLM's policy to hinder that right. However situations have and will continue to occur where action is needed to either prevent or remedy illegal disturbances. A "gang" terrorizing a public recreation site is an example of an illegal disturbance. Incidents have occurred at BLM hearings and meetings and at special events such as ORV races and rock concerts. There has been an increase in incidents from organized marijuana growers and illegal occupants. BLM lacks a mobilization policy to deal with these situations. Basically there are three options; 1) totally rely on local law enforcement; 2) rely on local law enforcement, but have a strategy to mobilize BLM capability; 3) develop BLM capability to handle all situations.

In California BLM will operate under option 2 within the following policy:

"The use of a law enforcement task force in potential illegal civil disturbance situations should only be considered when all other measures to resolve the situation have been fully explored. State and Local Law officers are responsible for protection of citizens and provide property and should be notified of potential notifications and be requested to take appropriate action. Requests for BLM assistance (from State, local or other Federal agencies) shall be coordinated by the State Director.

A task force is defined as a contingent of fully delegated law enforcement officers assigned to a potential civil disturbance.

In instances where there is a potential for illegal disturbances the District or Area Manager, in consultation with local law enforcement authorities, and the zone special agent will determine the need for and feasibility of task force use. In each case where such use is found to be needed, the District Office will prepare a Project Law Enforcement Plan outlining objectives, responsibilities, and procedures. BLM participation in task force groups will be under the technical supervision of a special agent accountable to a specific line officer.

Objectives:

1. Develop and maintain the capability to deal with illegal civil disturbances consistent with option 2 and the policy stated above.

2. Develop criteria for determining when to use internal enforcement capability.

3. Develop capability to prepare a project law enforcement plan.

4. Improve understanding of managers on how to handle illegal civil disturbance situations.

Action Plan:

<u>Action Item</u>	<u>Responsible Offices</u>	<u>Completion Dates</u>
° Prepare an IM which fully defines and describes California BLM policy.	C-940	Sept. 1984
° Prepare an IM which fully describes the procedures to be used in potential situations, including the criteria for use of a task force group.	C-940	Sept. 1984
° Prepare an example of a project law enforcement plan as a guide for real situations.	C-940	Sept. 1984
° Develop and present an orientation session (4 hrs) for line managers.	C-940	Sept. 1984 (FY 85)
° Investigate the possibility of forming task forces which include law enforcement officials from other agencies (FS, NPS, FWS). Consider MOUs where appropriate.	C-940	Sept. 1984

Issue: Property theft and vandalism is increasing.

Nature of the Problem: Line officers are responsible for property security and for insuring that preliminary investigations are conducted whenever loss or theft of government property occurs. Yet property thefts are increasing.

Attitudes range from concern to indifference. Also poor accountability and identification of property has allowed some thefts to go undetected or untraceable. The investigation of all cases involving theft of government property will be conducted or coordinated by a special agent or law enforcement ranger.

Vandalism to government property has also increased in past years depending on the type of use an area receives, its location and the presence or lack of a deterrent factor (patrols, etc). The control of vandalism includes changing motivation as well as providing a deterrent. For example, a USFS study found that the majority of vandalism is caused by youths between the ages of 13 and 21 years.

Objectives:

1. Reduce, or prevent losses due to property theft and vandalism.
2. Develop more awareness, and involve public, to help achieve objective No. 1.

Action Plan:

<u>Action Item</u>	Responsible	Completion
	<u>Offices</u>	<u>Dates</u>
° Analyze design of facilities for better security and crime prevention measures.	C-940 and each DM	Sept. 84
° Increase presence by both BLM and local law enforcement personnel (cooperative agreements).	C-940 and each DM	(FY 85)
° Develop & implement improved measures to properly identify and account for property.	C-950 and each DM	(FY 85)
° Develop new public information (hand-outs, signs, messages, through media) on public responsibility to protect public property.	SO-PAO with C-940	Sept. 84
° Use programs such as "We Tip" and "Secret Witness" in problem areas		
° Expand the program for members of public protecting public facilities. ("Campground Hosts", etc.)	C-930 with C-940	(FY 85)

Issue: Assaults, threats, and acts of intimidation.

Nature of the Problem: The number of assaults, threats, and other acts of intimidation to BLM employees is increasing, especially with the increase in use of the public land for marijuana growing activities and occupancy trespass.

A consistent set of guidelines is lacking. The following have been identified for use in California:

- * Cases involving assault, threats, intimidations, or similar acts involving BLM employees will be reported to the appropriate line officer who will consult with a special agent to determine the investigative skills required. Every effort will be made to initiate appropriate criminal prosecution involving assaults or threats, intimidations, or similar acts against employees.
- * When necessary to ensure protection of employees assigned or involved in high risk activities, a law enforcement presence will be considered.
- * Where assault and threat occurrence frequency is high, a comprehensive protection plan will be developed.
- * Where the need for individual personal protection is identified, the State Director will be notified, and will coordinate and approve all personal protection requests.

- ° Public contacts requiring potential law enforcement action after dark shall be made by a minimum of two employees having direct communication with a source capable of obtaining assistance.

- ° Where the investigation of assaults on employees results in conviction of the offender, media releases informing the public of the consequences of such action shall be made.

Objectives:

1. All acts of intimidation on BLM employees shall be reported and adequate investigation response taken.

2. Employees with high contact with the public should be trained and capable of preventing most confrontations.

3. Security alarm systems should be adequate.

4. BLM California should have the capability to assign trained people to employee protection duties.

5. Full scale protection plans should be developed in high hazard areas.

6. Convictions related to employee assaults, etc., should be fully publicized.

Action Plan:

Action Item	Responsible	Completion
	Offices	Dates
• Report all assaults, threats and acts of intimidation to the appropriate line officer.	Every employee	Upon discovery
• Develop & conduct a confrontation prevention training program for all employees engaged in continuing public contact.	C-940	(FY 85)
• Train all employees and volunteers engaged in continuing public contact.	DMs	Ongoing
• Revise the confrontation contact portion of the law enforcement training program to increase officer knowledge in handling of potential assaults.	C-940	(FY 85)
• Evaluate and maintain a source of supply for facility security alarm devices.	C-950	Continuing
• Assess need and train selected law enforcement personnel assigned employee protection responsibility.	C-940	(FY 85)
• Develop protection plans in areas of high assault and threat frequency.	DMs	As Appropriate
• Media release of assault and threat convictions.	PAOs	As Appropriate

Issue: An effective communication system is needed between the District Offices (DMs, AMs, and Zone Special Agents) and the SO (DSD, Operations, and SAC) to manage the law enforcement work progress.

Nature of the Problem:

Information Memorandum CA 84-55 dated 02/07/84 outlined the roles, functions, and location for special agents including the North, Central, and South Zone agents. Currently there is no statewide system in place to manage the special agent's work. A system is needed to include area and district managers in establishing work priorities, monitoring work progress, and evaluating results.

At the same time, the DSD, Operations, must manage the work of special agents in terms of establishing work priorities between districts and zones, monitoring cases on a statewide basis, evaluating statewide results, and keeping the State Director informed on sensitive cases. The DSD, Operations, must also coordinate technical oversight for special agents including training and preparation of cases for legal processing. The need is compounded because of the relationship between law enforcement rangers and the south zone agent in the CDD. All parties in this process need to develop a mutually agreeable system, but the final ingredient to its success is the willingness of the employees to make it work.

Objectives:

1. Assure that line managers review and set priorities for the work of special agents.
2. Assure that line managers monitor and influence the work in progress of special agents.
3. Assure that the SO has a complete and current record of case work statewide.
4. * Assure that the DSD, Operations, can effectively direct the interdistrict and interstate work of special agents.
5. Assure that all employees understand the correct channels for reporting known or potential violations.

Action Plan:

<u>Action Item</u>	<u>Responsible</u>	<u>Completion</u>
	<u>Offices</u>	<u>Dates</u>
* Develop a (rough draft) flowchart describing communication links, decision points and key players.	C-940	Aug. 84
* Review rough draft flowchart and provide comments.	SD's Mgmt Team	Aug. 84

• Develop (draft) flowchart	C-940	Completed
• Review draft flowchart and provide comments	SD's Mgmt Team	Completed
• Issue I.M. with final procedure	C-940	Aug 84

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